

DRAFT

SUMMARY OF FINDINGS AND ISSUES

**Alameda County General Plan Review
for the
Livermore-Amador Valley Planning Unit**

Policy Planning and Research Division
Alameda County Planning Department
February 7, 1986

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Preface

This report is one of a series of background reports prepared by the Planning Department as part of the County's general plan review program for the Livermore-Amador Valley Planning Unit of Alameda County. The full list of Draft background reports presented at this time include:

- . Summary of Findings and Issues
- . Agency Roles and Responsibilities
- . Population
- . Housing
- . Economic Conditions
- . Land Use
- . Public Facilities and Services
- . Transportation
- . Environmental Resources
- . Hazards/Public Health and Safety
- . Overview of Local General Plan Policies

The findings contained in these background reports are intended to serve staff, the County Planning Commission, the Board of Supervisors, and the public in the evaluation of adopted and alternative development policies and proposals for this planning area.

Comments on the reports are encouraged, and may be submitted to the Alameda County Planning Department, 399 Elmhurst Street, Hayward, CA, 94544 (phone - 881-6401) or presented in testimony at the public hearings on the matter.



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INTRODUCTION

This report presents, in summary form, the principal findings contained in several of the other Draft Background Reports prepared for the Livermore-Amador Valley Planning Unit General Plan Review Program. It also presents a preliminary listing of major planning issues. Other issues will be identified during the course of the plan review program, and, to the extent possible, all will be analyzed in order to adequately serve staff, the County Planning Commission, the Board of Supervisors, and the public in the evaluation of adopted and alternative County development policies and proposals for this planning area.

FINDINGS

AGENCY ROLES AND RESONSIBILITIES

- . An extensive number of federal, state, regional and local agencies are involved in planning, regulation of uses and activities, and/or provision of utilities, facilities and services within the Livermore-Amador Valley Planning Unit of Alameda County and the adjoining San Ramon Valley Planning Area of Contra Costa County. Principal among these are the cities, Livermore, Pleasanton and Dublin in Alameda County, and San Ramon and Danville in Contra Costa County, and the two Counties. These jurisdictions include numerous departments and agencies responsible for general government functions, and for the provision of a range of services. Each of the cities and counties is also authorized, and is required by law to prepare and implement long-range and comprehensive gesneral plans covering lands within their jurisdiction, as well as adjoining areas which bear relation to these.
- . Other local or regional districts and agencies serving all or portions of the Livermore-Amador-San Ramon Valley area include, by function:

Water Supply and Flood Control

Contra Costa County Flood Control and Water Conservation District
Alameda County Flood Control and Water Conservation District -
Zone 7
Dublin San Ramon Services District
Contra Costa County Storm Drainage District

Fire Protection

San Ramon Fire Protection District
Tassajara Fire Protection District
Dublin-San Ramon Services District (Dublin area)

Wastewater Collection, Treatment and Disposal

Central Contra Costa County Sanitary District
Dublin-San Ramon Services District
Livermore Amador Valley Wastewater Management Agency (LAVMA)

Transit

Bay Area Rapid Transit District
Central Contra Costa Transit District
Pleasanton/Dublin Transit Authority

Recreation

Contra Costa County Service Areas R-5 and R-7
East Bay Regional Park District
Dublin San Ramon Services District
Livermore Area Recreation and Park District (LARPD)

Schools

- San Ramon Unified School District
- Murray School District
- Pleasanton Joint School District
- Sunol Glen School District
- Livermore Valley Joint Unified School District
- Amador Valley Joint Unified High School District
- Contra Costa County Community College District
- South County Joint Community College District

Library

- Contra Costa County Library
- Alameda County Library

Miscellaneous

- Alameda County Resource Conservation District
- Contra Costa County Resource Conservation District
- Contra Costa County Mosquito Abatement District
- Alameda County Mosquito Abatement District

Agencies concerned with planning for the region include:

- Association of Bay Area Governments
- Metropolitan Transportation Commission

Agencies responsible for implementation of state standards and requirements relating to water and air quality include:

- San Francisco Bay Area Regional Water Quality Control Board (RWQCB)
- Bay Area Air Pollution Control District (BAAPCD)

State and federal agencies with programs and regulations that have or may impact the area include:

State Agencies

- Air Resources Board
- California Department of Transportation
- California State Lands Commission
- California Waste Management Board
- Department of Conservation
 - Division of Forestry
- Division of Mines and Geology
- Division of Oil and Gas
- Resource Conservation Division
- Department of Fish and Game
- Department of California Highway Patrol
- Department of Parks and Recreation
- Department of Water Resources
- Office of Statewide Health Planning and Development

Public Utilities Commission
State Energy Resources Conservation and Development Commission
State Water Resources Control Board

Federal Agencies

Department of Agriculture

Farmers Home Administration
Federal Crop Insurance Corporation
Animal and Plant Health Inspection Service
Forest Service
Soil Conservation Service

Department of the Army

U. S. Army Corp of Engineers

Department of Commerce

Economic Development Agency
Bureau of the Census

Department of Energy

Department of Housing and Urban Development

Department of the Interior

U.S. Fish and Wildlife Service
National Park Service
Bureau of Mines
Geological Survey
Office of Surface Mining Reclamation
Bureau of Land Management

Department of Transportation

Federal Aviation Administration
Federal Highway Administration
Federal Railroad Administration
Urban Mass Transportation Administration

Environmental Protection Agency

Federal Communications Commission

Federal Emergency Management Agency

Nuclear Regulatory Commission

- . This multiplicity of agencies acting within the Tri-Valley area creates an on-going need for coordination, between local agencies with land use control and planning authority, those providing and/or funding facilities, and services, and those responsible for enforcing a range of local, regional, state and federal standards and requirements.

POPULATION

Population Change

- . The greatest percentage change in the population of the Tri-Valley area occurred between 1960 and 1970 when the population increased from 42,332 to 101,034, an increase of almost 139%. Between 1970 and 1980, the

increase in the population of the area was roughly the same, although the percentage increase was only 60%.

- . Between 1960 and 1970, the greatest rate of growth occurred in Dublin, followed by Pleasanton, Livermore and the San Ramon Valley.
- . Between 1970 and 1980, the area with the greatest rate of growth was the San Ramon Valley, followed by Pleasanton and Livermore.
- . During both decades, the rate of growth in the Tri-Valley area was significantly greater than for the total of Alameda and Contra Costa Counties.

Household Change

- . Between 1970 and 1980, the growth in the number of households in all areas increased at a greater rate than the increase in the population, indicating a decrease in the average household size.
- . The percentage increase in the number of households in the Tri-Valley from 1970 to 1980 was 84%, considerably greater than the 24% increase for Alameda and Contra Costa Counties combined.
- . The sharpest drop in the average household size between 1970 and 1980, from 4.05 to 3.41, occurred in Dublin, followed by Pleasanton and the San Ramon Valley.

Age Distribution

- . In 1970, all of the subareas had a greater percentage of their population under 18 than in Alameda and Contra Costa Counties combined. Dublin led in this category with 48%, followed by Pleasanton with 43% and the entire Tri-Valley area with 42%.
- . In 1980, the population under 18 years of age was considerably less than in 1970, although Dublin still had the greatest percentage, 36%, and Pleasanton still had the next greatest, with 34%.
- . In 1980, the percentage in the 45-64 age group increased in all areas except the San Ramon Valley. In the over 65 age group, the percentage increased in all areas except Pleasanton Unincorporated and the San Ramon Valley.

Households Headed by Women

- . Between 1970 and 1980, the number and percentage of households headed by women increased in all areas except Pleasanton Unincorporated. Households headed by women with children increased both in number and percent in all of the areas during this same period.

- . In both 1970 and 1980, all of the subareas had a smaller percentage of households headed by women than the two counties combined.

Elderly Households

- . In 1980, Livermore Unincorporated had the greatest percentage of households headed by persons 65 years of age and over, followed by Alameda-Contra Costa Counties, Pleasanton Unincorporated and Livermore.

Employment Characteristics

- . In 1980, the percentage of workers in the Manager and Professional Specialty category, 40%, is highest in the San Ramon Valley.
- . In the Technical, Sales and Administration category, Dublin, with 38%, had the greatest percentage of residents employed in this category in 1980.

Migration Patterns

- . In 1980, the area with the greatest percentage of persons who lived in a different county in California in 1975 was Dublin, followed by Pleasanton and Livermore.

Population Projections

- . The population of the Tri-Valley is projected to increase from 187,951 in 1985 to 250,972 in 1995, an increase of 63,021 or 33.5%. The projected rate of growth for Alameda-Contra Costa Counties during this same period is 12.0%.
- . From 1995 to 2005, the projected population increase in the Tri-Valley area is just over 53,911, from 250,972 to 304,883, an increase of 21.5%. The projected increase for Alameda-Contra Costa Counties during this period is 8.7%.

HOUSING

Housing Units By Type

- . The 1980 percentage of single family homes in the Tri-Valley area, 86.3%, was considerably higher than the Alameda-Contra Costa Counties average of 64.8%.
- . In the Tri-Valley area, the San Ramon Valley had the highest percentage of single family homes in 1980, 92.3% of total units, followed by Dublin with 89.4% and Pleasanton Unincorporated with 87.6%.
- . Pleasanton had the highest percentage of units in buildings with five or more units, 11.2% of total housing units in that community, followed by Livermore with 10.7% and Dublin with 9.6%.

- . Livermore Unincorporated had the highest percentage of mobile homes in 1980 with 12.8% of total units in this category.

Tenure

- . In 1980, the San Ramon Valley had the highest percentage of owner-occupied units, 87.4%, within the Tri-Valley area. Pleasanton Unincorporated had 79.4%, Pleasanton had 76.6% and Dublin had 76.0%.

Condition

- . In 1970, the highest percentage of units lacking complete plumbing, 3.7%, was in Livermore Unincorporated, followed by Pleasanton Unincorporated with 2.3%.
- . In 1980, Pleasanton Unincorporated, with 1.7%, had the highest percentage of units lacking complete plumbing followed by Livermore Unincorporated with 1.2%.
- . Overcrowding in 1970 was most severe in Livermore Unincorporated, with 10.2% of the units, followed by Pleasanton Unincorporated with 7.4%.
- . All areas showed a decrease in overcrowded units in 1980. Livermore Unincorporated still had the highest percentage, 3.6%, followed by Dublin with 2.8%.

Housing Value

- . In 1980, the highest median value of owner-occupied units in 1980 was in Pleasanton Unincorporated (\$167,000), followed by the San Ramon Valley where the median value of owner-occupied units was \$150,000. The Alameda-Contra Costa Counties median value was \$89,000.

Relationship of Owner-Occupied Housing Costs to Household Income

- . All of the areas in the Tri-Valley study area (excepting Livermore Unincorporated) had a much greater percentage of households earning less than \$20,000 (1979) that were paying more than 30% of their income for housing than Alameda-Contra Costa Counties:
 - . In 1979, the percentage of owner households with incomes under \$10,000 who paid more than 30% of their income for housing was much greater in all areas of the Tri-Valley, with the exception of Livermore-Unincorporated, than in the two counties.
 - . Most Tri-Valley homeowners earning between \$10,000 and \$19,000 in 1979 also paid more than 30% of their income for housing, with the exception of Pleasanton Unincorporated.

- . Homeowners with incomes greater than \$20,000 in 1979 generally paid the smallest percentage of their income for housing.

Two probable reasons for this are: 1) housing prices in the study area are higher priced than the two-county average; and 2) a greater percentage of homeowners in the study area purchased their homes more recently when both house prices and financing costs have been higher.

Relationship of Renter-Occupied Housing Costs to Household Income

- . Renter households earning less than \$20,000 (1979) also paid a substantial portion of their income (35% or more) for housing in all subareas of the Tri-Valley, except Livermore Unincorporated, than in Alameda-Contra Costa Counties combined.

Existing and Projected Housing Needs

- . The 1980-1990 projected housing need for the Tri-Valley area is 18,173 units. The identified need is for 6,547 units in the San Ramon Valley, 4,311 in Livermore, 4,274 in Pleasanton, 1,956 in Dublin and 1,514 in the Unincorporated Remainder of the Livermore-Amador Valley.
- . The 1980-1990 projected housing need in the Tri-Valley area, by type of unit, is for 15,648 single family, 2,296 multiple and 225 mobile home units.
- . The 1980-1990 projected housing need in the area, by tenure, is about three times greater for owner-occupied units than for renter-occupied units.
- . The 1980-1990 Tri-Valley area projected housing need distributed by income category is: 20% for very low income, 14% low income, 20% moderate income and 47% moderate income.

Housing Constraints

- . Factors affecting, and possibly constraining the future housing supply include: infrastructure constraints, high construction, financing and land costs, increasing local development fees, possible community opposition to some types of housing, possible lack of available land for housing, local development policy, and cut-backs in state and federal housing programs and infrastructure assistance.
- . Infrastructure Constraints: Lack of adequate infrastructure (particularly sewage disposal capacity) may constrain residential (and other) development in the near future.
- . Competition with Non-Residential Uses for Available Land: Uses such as business parks can outbid residential uses for available land.

- . Housing Construction Costs/Affordable Housing: Generally, the construction costs of a single family home before profit are considerably higher than what moderate income households can afford. Multiple units, such as condominiums, have a somewhat reduced cost per unit.
- . Community Bias: Existing residents often are opposed to medium and high density, multi-family residential uses, and to increasing the existing density of their community.
- . Land costs: Land prices in the Bay Area are among the highest in the country, although they vary considerably depending on the location. Increasing housing unit density can reduce the cost of land per housing unit. However, higher land values can also result from increasing the intensity of land use. Permitting higher residential densities without requiring a minimum density in general plans and zoning ordinances does not guarantee that development will occur at those densities.
- . Land use policies and controls: Current Alameda County policies for residential development in the unincorporated area of the Livermore-Amador Valley include the desire to " limit both the amount and extent of residential development in rural areas and outside municipal or community service areas in order to 1) minimize potential adverse effects of private sewage treatment and disposal systems on local groundwater resources, 2) preserve large tracts of agricultural land, and 3) efficiently provide public services."
- . Residential development (growth management) policies: The City of Livermore restricts, with certain exceptions, residential growth to 2% per year. The City of Pleasanton, which had a similar policy, is currently revising its general plan.
- . Development fees: In addition to building permit fees for new units, there are additional water, sewer and storm drainage fees. Pleasanton and Livermore have fees for providing parks and for low income housing. As a means of comparison, the total fees for a house valued at \$50,000 would be approximately \$6,000 in Dublin, \$6,500 in Pleasanton and \$6,800 in Livermore. Much of the funds that formerly were available to expand the infrastructure necessary for new residential development are no longer available.
- . Reduction of federal and state housing assistance: Over the past several years, federal and state funding to provide housing assistance, particularly to low and moderate income households, has been reduced and additional cuts are anticipated.

Housing Programs

- . The major Alameda County housing programs include Section 8 rental

subsidies, a housing rehabilitation program, a minor home repair program, the issuance of mortgage revenue bonds, the use of planned developments, providing density bonuses for low or moderate income housing, permitting secondary units in certain areas and the establishment of a permit center to expedite the processing of building projects.

- . The major housing policies contained in the Final Draft of the City of Dublin General Plan are to increase the permitted density in certain undeveloped areas, permit more small units, allow downtown residential development, require a percentage of large multi-family developments to be rentals, encourage second units, support semi-public and non-profit providers, work to establish a joint housing authority with Pleasanton, encourage additional public housing, monitor condominium conversions, assist developers in obtaining information on public financial assistance for below market rate units and grant density bonuses.
- . The major policies from the Livermore Draft Housing Element are to increase zoning density, adopt higher residential zoning in accordance with the Urban Design Plan, encourage multi-family, mobile home and manufactured housing, review and revise the Residential Development Policy, revise the second unit ordinance, encourage a jobs/housing balance, offer a housing rehabilitation program jointly with Pleasanton and Alameda County, review inclusionary housing requirements, monitor affordable housing eligibility, develop a program to target in-lieu fees, provide density bonuses and develop a data base of available vacant land.

ECONOMIC CONDITIONS AND TRENDS

Labor Force

- . In 1970 and 1980, the Labor Force Participation Rate was higher in the incorporated cities of the Tri-Valley area than in the unincorporated area.
- . In 1970 and 1980, the Labor Force Participation Rate was higher in the Tri-Valley area than the total Alameda-Contra Costa Counties area.
- . In 1970, the Total Employment to Household Ratio was lower in unincorporated Pleasanton and Livermore than within Alameda-Contra Costa Counties overall. All the other Tri-Valley areas had employment to household ratios than the two-county average. In 1980, all areas had higher ratios than the two-county average.

Current and Projected Jobs and Employed Residents

- . In Dublin, the largest percentage of jobs in the community in 1980 were Retail; in 2005, the largest percentage are projected to be in Manufacturing and Wholesaling.

- . In Dublin, in 1980 and 1985, there were more jobs than employed residents; it is projected that from 1990 to 2005 there will be more employed residents than jobs.
- . In Pleasanton, from 1980 to 2005, the total employment is projected to increase fivefold, with the largest share shifting from "Other" to Manufacturing and Wholesaling.
- . In Pleasanton, there were 8,295 more employed residents in 1980 than jobs; by 2005 there is projected to be 9,480 more jobs than employed residents.
- . In the San Ramon Valley, the largest share of employment in 1980 was in the Service and "Other" categories.

In the San Ramon Valley, 1980-2005, it is projected that there will continue to be more employed residents than jobs.

- . In the Tri-Valley area, as a whole, the largest percentage of 1980 jobs were in Service.
- . In the Tri-Valley area, it is projected that there will continue to be more employed residents than jobs, 1980 through 2005.
- . In the Alameda and Contra Costa Counties, it is also projected that employed residents will exceed jobs.

Commercial/Industrial Projects

- . As of January 1, 1985, there were 3,804,130 square feet of commercial/industrial space in Pleasanton, Livermore, Dublin, San Ramon, Danville and Alamo. At buildout of approved projects, this would increase to 38,308,107 square feet, generating an estimated 102,096 jobs. Commercial/industrial/office employment would increase by 136,648 employees, while Other Industries would increase by 5,131.

Taxable Sales

- . In Dublin, in 1975, 1980 and 1983, the type of businesses with the greatest sales were in the General Merchandise Stores and Drug Stores categories.
- . In 1975, 1980 and 1983, total retail sales were highest in Pleasanton, followed by Livermore and then Dublin.
- . In Pleasanton, in 1975, 1980 and 1983, the largest amount of taxable retail sales were in the category All Other, consisting primarily of non-retail stores.
- . In Livermore, in 1975, 1980 and 1983, the largest share of taxable retail sales was in the Auto Dealer categories.

- . In Pleasanton and Livermore, in all three years, the greatest number of establishments reporting taxable sales were in the category Other Retail Stores, followed by Eating and Drinking Establishments.
- . In 1975, 1980 and 1983, in Dublin and Pleasanton, General Merchandise Sales/Permits was the highest category; in Livermore, it was Auto Dealers.

Journey-to-Work

- . In 1970 and 1980, approximately 70% of those working in the Livermore-Amador Valley also lived in the Valley.
- . In 1970, the largest percentage of the in-commuters was from the Hayward-San Leandro area, followed by Fremont and Oakland.
- . In 1980, the largest share of in-commuters was from the Danville-San Ramon area, followed by Hayward-San Leandro and Fremont.
- . In 1970 and 1980, the largest number of out-commuters from the area worked in the Hayward-San Leandro area, followed by Oakland and Fremont. In 1980, the fourth largest was the Danville-San Ramon area.
- . In 1970 and 1980, approximately twice as many workers commuted out of the Livermore-Amador Valley as commuted in.

LAND USE

Historic Growth Trends

- . Until the 1920's development in the Livermore-Amador Valley was limited, and based upon a local agricultural economy which was effectively isolated from other Bay area urban centers.
- . After 1920 the the automobile and an improved road system resulted in the integration of this area with the region, although growth was slow and remained dependent upon local agriculture.
- . The 1950's saw an essential change in the Valley economy, from one based on agricultural and sand and gravel production to one dominated by nuclear research and industry at the Lawrence Livermore Laboratory.
- . The widening of Route 50 (I-580) to expressway standards, and the completion of I-680 through the Valley significantly improved access to the valley from other urban employment centers in the Bay area resulting (in combination with other social and economic factors) in very strong demand for housing and residential development in the Valley.

Development in the Valley during the 1960s and early 1970s was rapid and predominantly suburban density, single family residential.

- . Rates of residential growth in the Livermore-Amador Valley communities (Livermore, Dublin, and Pleasanton) declined significantly during the latter part of the 1970s, due to a number of local, regional and national factors, including high interest rates and tightened financing terms; the HUD moratorium on government assisted housing; increasing inflation affecting housing producers; and local policies, controls, fees, and shortfalls of public services (e.g., sewage treatment and disposal capacity, school capacity), which resulted first in local moratoria and later in controls of housing construction.
- . Since 1980, most of these constraints have been eliminated or reduced, evidenced in higher rates of residential growth throughout the Valley.
- . Industrial development during the 1960's and 1970's did not keep pace with residential growth. With the exception of government and related nuclear research employment at the Lawrence Livermore Laboratory, Sandia, and G.E. Vallecitos Center, services was the major employment sector.

Recent Changes in Residential and Commercial/Industrial Land Use

- . By 1970 the extent of the Valley urban areas had increased nearly five-fold over that of 1960, to approximately 5,400 acres; urban residential land use had increased to 4,600 acres; commercial land was approximately 570 acres, mostly in the central districts of the three communities; industrial acreage (excluding the nuclear research facilities) totalled only about 200 acres, with most located in Livermore.
- . From 1970 to 1980, urban land increased to nearly 10,100 acres. Residential land increased by 2,700 acres, to 7,300 acres. The increase was split almost evenly between the west-Valley (Pleasanton and Dublin) and Livermore area.
- . From 1970 to 1980 commercial and industrial acreage increased by 2,000 acres. The greatest share of this growth went to Pleasanton, which saw the construction of the Stoneridge Mall and beginning of substantial industrial/business office development in the North Pleasanton area.

Projected Land Use and Development Trends

- . Based on ABAG's Projections '85, the Livermore-Amador Valley is expected to experience substantial increases in the amounts of residential, commercial and industrial land use. Through 2005, residential land use is projected to more than double, increasing to approximately 15,000 acres. Most of this (54 percent) of the growth would occur in the Pleasanton area.
- . Commercial and industrial land use is projected to increase to approximately 6,300 acres. Most of the increase in commercial/industrial acreage (as opposed to employment) would be the Livermore area.

Land Availability

- . ABAG projects substantial demand for both residential and commercial/industrial land. The residential component of this demand would require approximately 90 percent of approximately 8,700 acres determined to be "available" for such purposes through 2005. In the Livermore area, all available residential land would be absorbed.
- . The projected demand for Commercial and Industrial sites would be considerably less than the amount of land "available" for these uses. Valleywide, only 40 percent of the planned Commercial/Industrial land would be required to accommodate future demand.

PUBLIC UTILITIES, FACILITIES AND SERVICES

Water Supply

- . Treatment and wholesale distribution of imported water and distribution of local groundwater is the responsibility of Zone 7 of the Alameda County Flood Control and Water Conservation District.
- . Valley development is in a transitional phase, in terms of the rate of development and mix of residential, commercial and industrial land uses. This creates uncertainties as to future water requirements. Recent increases in per capita water demand, however, clearly indicate that the Valley is changing from a predominantly residential "bedroom community" area to a more "urbanized" area.

Wastewater Collection, Treatment and Disposal

- . Most wastewater from communities in the Livermore-Amador Valley is exported to S.F. Bay via the LAVWMA pipeline. That facility is approaching capacity, and studies are in progress to identify alternative ways to provide additional export capacity to serve projected growth.

Solid Waste

- . For solid waste collection, the City of Livermore has a franchise agreement with the Livermore-Dublin Disposal Service, a subsidiary of Oakland Scavenger Company, and disposal at Vasco Road Landfill; the City of Pleasanton has franchise agreement with Pleasanton Garbage Service, which operates the Pleasanton Transfer Station, and disposal at Vasco Road Landfill; Dublin-San Ramon Services District has a franchise agreement with Livermore-Dublin Disposal service and disposal at Altamont Landfill; and Central Contra Costa Sanitary District franchises with Diable Disposal Service with disposal at Acme Landfill, Martinez.

Flood Control

- . The Alameda Flood Control and Water Conservation District is responsible for the control of flood and storm waters within the County. Zone 7 includes the Livermore-Amador Valley and the surrounding hills in the east County.
- . The Contra Costa County Flood Control and Water Conservation District is responsible for flood control services and manages water supply for the San Ramon Valley.

Protection Services

- . Police protection in the Livermore-Amador Valley is provided by the Alameda County Sheriff's Department, by the police forces of the Cities of Livermore and Pleasanton and by the California Highway Patrol.
- . Within the Livezrmore-Amador Valley Planning Unit, structural fire protection is provided by city fire departments (City of Livermore and Pleasanton), and by fire protection districts. Wildland fire protection is provided by the County Fire Patrol and the California Department of Forestry. Several large regional, State, Federal and private facilities have their own on-site fire protection units.

Health Care

- . There are two acute general hospitals in the Livermore-Amador Valley - Veterans Administration and Valley Memorial Hospital.

Education

- . Responsibility for public primary and secondary education within the Tri-Valley area rests with Amador Valley Joint Union High School District, Livermore Valley Joint Unified School District, Sunol Glen School District and San Ramon Unified School District.
- . The area also lies within the Contra Costa County Community College District (Contra Costa County portion of Tri-Valley) and the South County Joint Community College District (Alameda County portion).
- . Library service in the areais provided by the Alameda County Library System and by the City of Livermore. The Alameda County Library System has two facilities - Dublin Branch and Pleasanton Branch.

Parks and Recreation

- . Local parks and recreation services within the Livermore-Amador Valley area are provided by the Livermore Area Recreation and Park District, the Dublin-San Ramon Services District, the City of Pleasanton, and the City of Dublin in the Livermore-Amador Valley; the Cities of San Ramon

and Danville and the Dublin-San Ramon Services District provide these facilities and services in the San Ramon Valley.

- . Neighborhood and community parks provided in Pleasanton and Livermore generally meet normal standards (regarding size, distribution, etc.) Dublin is substantially below the standards. The park system in Dublin falls below these standards.
- . Regional parks in the Planning Area are provided by the East Bay Regional Park District.

Historic Features and Sites

- . In the Planning Area the state has designated seven points of Historical Interest and four State Historical Landmarks. Three sites have been designated on the National Register of Historical Places.

TRANSPORTATION

Freeways and Major Regional Arterials

- . The major highway and arterial system in the Tri-Valley area consists of I-580, a major east-west freeway extending through the Livermore-Amador Valley between the East Bay and the Central Valley, I-680, a major north-south freeway extending through the San Ramon Valley and the Amador Valley between central Contra Costa County and the Fremont/San Jose area, and a number of key local arterials which are primarily County roads.
- . During peak travel periods, the mainline and interchanges ramps on I-580 for the most part operate well below capacity. A bottleneck currently exists on I-580 in the Castro Valley area, to the west. This problem should be eliminated with the widening of I-580 in this area, now under construction, and completion of a new interchange with State Route 238.
- . Mainline and ramps at most locations on I-680 are also operating below capacity within the study area.
- . A number of projects have been programmed on I-580, almost all funded totally or in part by Livermore and Pleasanton. These will affect interchanges and overcrossings at the I-580/I-680 interchange, at four interchanges in Pleasanton, and two interchanges in Livermore.
- . A number of freeway operational improvements have been programmed along I-680. These include widening of the freeway from six to eight lanes from Walnut Creek south to I-580, widening of the freeway from four to six lanes from I-580 south to Route 238 in Fremont, and several interchange improvements in the San Ramon Valley. Mainline and

interchange improvements in the San Ramon Valley area are in anticipation of increases in traffic generated by proposed residential, commercial and light industrial development.

Transit

- . The two largest transit operators serving the Tri-Valley area are BART and the Central Contra Costa Transit Authority.
- . The Central Contra Costa Transit Authority (CCCTA) is currently restructuring its route system, and extending service to communities in the San Ramon Valley area.
- . BART currently provides express bus service, with lines connecting Livermore, Pleasanton, Dublin, and the San Ramon Valley communities to BART stations in Hayward, San Leandro (Bay Fair) and Walnut Creek.
- . While the intent of the BART bus service is to provide rapid express service, and function as an interim extension of rail service, the system has evolved into a local service and, on some lines, generates limited transfers onto BART's rail system. BART is therefore revamping the system, replacing the "local" service with "freeway flyer" service to link remote park-and-ride lots to the BART stations. Intra-community BART routes would be eliminated at such time the local operator is able to replace this service.
- . BART is proposing extensions of its rail system in order to directly serve areas in the BART District that have paid property taxes to BART while receiving only indirect benefits. BART and MTC have approved priorities for rail starts and extensions in the region, including two proposals for the Tri-Valley. These include: 1) the extension of BART from the Bay Fair Station along I-580 in Dublin, with an intermediate station in Castro Valley; and 2) the acquisition of abandoned SP right of way in the San Ramon and Livermore-Amador Valleys for future development as a transit corridor.
- . BART is also conducting studies for the extension of BART rail from Dublin to Livermore, including identification of alternative route alignments and station locations.

Current Travel Characteristics

- . In 1980 most employed persons in the Tri-Valley area commuted to work by private automobile (70 percent) or carpooled (19 percent). Less than four percent used public transit.
- . Almost half of Tri-Valley employed residents worked drove, or took transit to jobs within the Tri-Valley. Most others commuted to jobs in Oakland/Berkeley and Hayward/San Leandro areas.

Projected Travel Characteristics

- . ABAG (Projections '85) projects both employment and employed residents in the Tri-Valley area to increase substantially by year 2005. This has implications for the planning of both regional transportation facilities, and facilities serving intra-and inter-community travel.
- . Employed residents are projected to increase by nearly 100,000 than the current number. At the same time, jobs will increase by 156,000.
- . The number, as well as the percentage of Valley persons who both live and work in the Tri-Valley is projected to increase substantially; by 2005, it is projected that 62 percent of a total 174,500 employed residents will live and work there.
- . A substantial number of projected Tri-Valley jobs will also be held by workers commuting in from other parts of the region; this number of in-commuters would increase ten times through the projection period.
- . The projected increases in out-commuters, while substantial, is less dramatic than increases in in-commuting.
- . Within the eastern Contra Costa/Alameda County area (MTC's I-680/I-580 study area), the Livermore Amador Valley is expected to experience the largest numerical increases in both trip destinations and trip origins (A.M. peak travel period). This area will also become the largest importer of trips from outside the MTC study area, and exporter of trips to outside the study area.
- . The San Ramon Valley is projected to see large percentage increases in trip making. Trips to this area will increase 260 percent.

Impacts of Projected Growth on Major Highways

- . Year 2005 peak period travel demand is forecast to exceed capacity of facilities (existing plus programmed improvements) on several freeway segments. In the Tri-Valley area the most severely congested locations will be on I-680 southbound from Walnut Creek to Crow Canyon Road, and between Pleasanton and Fremont, and on I-580 between Vasco Road in Livermore and I-680, and I-680, southbound towards Fremont.

Impacts on Transit

- . The Livermore-Amador Valley area is projected to become the largest attractor of transit trips in the 680/580 study area.

ENVIRONMENTAL RESOURCES

Geomorphology

- . The Livermore-Amador Valley is one of the largest intermontaine valleys in the Diablo Range, one of several systems of ridges and valleys which comprise the California Coast Range.

Geology:

- . Geologic formations within the Livermore-Amador Valley Plannnig Unit are almost entirely of sedimentary origin. Predominantly non-waterbearing formations underlie the uplands and highlands. The Livermore formation, consisting of unconsolidated to semi-consolidated beds of gravel, sand, silt and clay, is prominently exposed in uplands to the south of the Livermore-Amador Valley. Alluvium covers most of the Valley floor, at thicknesses increasing from east to west.
- . Faulting has occurred in a number of zones that generally strike northwest through and at the periphery of the valley. The dominant feature is the Calaveras fault, which bounds the west side of the Valley.

Soils

- . Soils include upland and highland deposits formed on sedimentary sandstones and shales, valley deposits formed in alluvium of sedimentary rock origin, and soils of the exposed surface of the Livermore formation.

Climate

- . The climate of the Planning Unit is semi-arid, with relatively hot, dry summers and cool, moist winters.
- . Temperature inversion often occurs during the summer, due to the presence of a large, high pressure system west of the coast. The bowl-shaped topography of the Livermore Valley area tends to restrict horizontal movement and mixing of air.

Hydrology

- . The Planning Unit is contained, for the most part, within the extensive watershed of Alameda Creek; only a relatively small, eastern portion drains into the San Joaquin Valley.
- . Streams in the watershed are characteristically devoid of natural flow during summer months; most runoff occurs during the fall and winter period.
- . The Livermore Valley groundwater basin is the largest basin within the Alameda Creek watershed, and includes the floor of the Livermore-Amador

Valley underlain by alluvium, and the Livermore upland, underlain by the Livermore formation.

Biotic Conditions

- . Grassland is one of the more extensive plant communities in the Planning Unit, and is found in the non-urban and non-cultivated portions of the Livermore Valley, and in the uplands to the north, east and south of the Valley.
- . Woodland and chaparral are the predominant communities in the highlands to the south and east of the Livermore-Amador Valley.
- . Less abundant communities include riparian woodland and coniferous forest.

Significant Mineral Resources

- . The Planning Unit contains major sand, gravel and rock resources of significant regional and statewide concern. Extensive, high quality sand and gravel deposits are found along the arroyos of the Livermore-Amador and Sunol Valleys; hard rock is found in the Apperson Ridge area.
- . Sand and gravel resources are, for the most part, protected by County General Plan designations and zoning. Surface Mining Permits have been granted to extract the resources.
- . For most of the mining operations, impacts normally associated with quarry operations, such as on-site noise, dust, bright lights, etc., are much reduced due to the distance of the operations from sensitive receptors. As urban development proceeds in the Valley and encroaches upon the quarry areas, conflicts between the operations and other land uses can be expected to increase.

Water Resources

- . The Livermore-Amador Valley groundwater basin is of state, regional, and County concern. Subbasins in the central and western portions of the Valley produce the larger quantities of water, and historically have been the supply for municipal and agricultural demand.
- . Depletion of the subbasins occurred in the 1960's due to ever-increasing municipal demand on these supplies. The local water management district (Zone 7), subsequently contracted for delivery of state water imported both to provide for these municipal demands, and to replenish the basins.
- . Local and regional agencies are also concerned with the impacts of wastewater discharges on groundwater resources both within the Valley and downstream (Niles Cone in the Fremont area). Municipal wastes from the Valley are now primarily disposed of via an export pipeline to San Francisco Bay.

- . Sand and gravel mining has impacted groundwater conditions. A Specific Plan for quarry area reclamation was adopted by the County in 1981 which attempts to mitigate these.

Biotic Resources

- . Two areas, Cedar Mountain and Sunol Valley Regional Park, have been designated by the California Natural Areas Coordinating Council as significant natural areas.
- . There are a number of rare and endangered plants present or potentially present in the Planning Unit.
- . Rare and endangered animals found within the Planning Unit include: Alameda striped racer, found in valley and foothill locations; Peregrine falcon, which has been known to winter here; Southern bald eagle, found near lakes, reservoirs and wetlands; and San Joaquin kit fox.

Agricultural Lands

- . Approximately 27,000 acres of land within the Planning Unit are classified as prime (Class I and II) by the U.S. Soil Conservation Service. Approximately 2,000 acres of these are located in the San Joaquin Valley portion of the Planning Unit; the remainder in the Livermore-Amador and Sunol Valleys. Approximately 9,000 acres of Class I, Class II lands have been lost to date, most to urban and quarry uses in the Livermore-Amador Valley. Another 7,000 acres would be lost to these uses under adopted local general plans.
- . The valley includes a number of important vineyards and wineries. Most of the existing vineyards, as well as substantial unplanted acreage suitable for viticulture, are located in a "crescent" shaped area to the south of Livermore and Pleasanton.

Scenic and Aesthetic Resources

- . The hills which surround the Livermore-Amador Valley are the area's principal scenic space resource; they are highly visible from all parts of the Valley, and include extensive open space, varying from rolling, hilly grassland to the north and east, to more rugged, wooded terrain to the south and west.

HAZARDS / PUBLIC HEALTH AND SAFETY

Geologic Hazards

- . The entire Livermore-Amador Valley Planning Unit would be strongly shaken by a significant earthquake on the Calaveras Fault. The area would also experience moderate to strong ground shaking during a major earthquake on

the Hayward and San Andreas faults located, respectively, about 10 and 30 miles to the southwest.

- . Ground failure such as soil liquefaction and landsliding could be experienced within the Livermore-Amador Valley as a result of a major earthquake.
- . In the Planning Area there are two active faults, Calaveras and Greenville faults, four potentially active faults, Las Positas, Pleasanton, Mission and Verona faults, one potentially uncertain, Livermore fault and one activity unknown fault, Mocho fault. The Hayward fault is outside the Planning Area, but activity on it will affect the Planning Area.
- . There are a number of state mitigation programs including: requirement of seismic safety and safety elements in all city and county general Plans; delineation of special studies zones; geological and soils engineering studies for school sites and hospitals and National Flood Insurance for "mudslides."
- . County of Alameda mitigation programs include General Plans, building codes, zoning ordinances, a grading ordinance, subdivision ordinance, landslide mitigation and emergency operations plans.

Wildland and Structural Fire Hazard

- . Fire protection in the Planning Area is provided by a number of public and private agencies. Structural fire protection is provided by city fire departments (City of Livermore and Pleasanton), and by fire protection districts. Wildland fire protection is provided by the County Fire Patrol and the California Department of Forestry.
- . Mitigation of fire hazards is through the Uniform Fire and Building Codes, the Alameda County Health and Safety Ordinance, the subdivision ordinance, road and design standards, California Public Resources Code, Emergency Operations Plan and mutual aid.

Flood Hazards

- . Flood Control and Water Conservation District (ACFCWCD) is responsible for the control of flood and storm waters within the County. Zone 7 includes the Livermore-Amador Valley and surrounding hills in the east county.
- . There are 29 dams in Alameda County, only three are in, or affect, the Livermore-Amador Valley - Calaveras, Del Valle and Patterson.
- . Mitigation of hazards is through the State required dam inundation maps, Alameda County Dam Failure and Evacuation Plan, emergency preparedness, National Flood Insurance, the County building and subdivision ordinance and flood control projects.

Hazardous Materials

- . Hazardous wastes are addressed in the Alameda County Solid Waste Management Plan.
- . There are no Class I (hazardous waste) sites in Alameda County.
- . The transport of hazardous materials is regulated by CalTrans.
- . All on-site storage and use of hazardous materials require a conditional use permit by the County.

Airport Safety

- . There is one airport in the Planning Area, the Livermore Municipal Airport, which is owned and operated by the City of Livermore.
- . The airport is classified by the National Airport System Plan as a General Transport Airport. The largest aircraft presently using the airfield on a regular basis is the Fairchild F-27F, operated by Sis-Q Aviation, under contract with the Lawrence Livermore Laboratories.
- . The land use surrounding the airport is existed and projected for agriculture, golf course and industrial to the northwest.
- . The Alameda County Airport Land Use Comission adopted the Airport Land Use Policy Plan in November, 1979. The intent of the Policy Plan is to provide guidelines for reviewing projects under consideration by public agencies to determine if these projects are compatible with current and anticipated airport operations, projects reviewed are only proposed new developments.

Noise

- . Noise mitigation programs and agencies include: the Ordinance Code of the County of Alameda relating to Control of Noise, performance standards of the Alameda County Building Code Ordinance, California State Department of Health Services Office of Noise Control, Alameda County Zoning Ordinance, California State Department of Transportation and Alameda County Planning Department Initial Study and Site Review process.

Air Quality

- . The Bay Area Air Quality Management District (BAAQMD), the local agency empowered to regulate air pollutant emission, maintains and operates a regional air quality monitoring network in order to gauge progress toward attainment of federal and state ambient air quality standards.
- . Comparison of data collected at BAAQMD's Livermore station with air

quality standards and with readings taken at other BAAQMD monitoring stations reveal that, while air quality is generally good, some air quality problems are experienced currently in the vicinity of the monitoring station.

ISSUES

AGENCY ROLES AND RESPONSIBILITIES

- . Agency Coordination: Is the current arrangement among local, regional, state and federal agencies acting in the Tri-Valley area acceptable and adequate? If it is not, how and to what extent can local planning agencies encourage greater coordination?
- . City/County Planning Coordination: How might the cities within the Livermore-Amador Valley and the County of Alameda better coordinate their short- and long-term planning efforts? Is it possible for the cities and the County to reach policy consensus on issues of mutual concern, in order to present consistent local policy in dealing with private property owners and developers, and with other public agencies?

POPULATION

- . Changing Character of the Population: What qualitative changes in the population and in households are anticipated through the projection period? How will these characteristics be affected by the types of new employment projected for the Tri-Valley area, and by the types of housing that are likely to be constructed? What implications do these changes in population/household characteristics have for housing, public services, transportation, etc?
- . Projection Uncertainties: How should the cities and the counties deal with uncertainties (and differences of opinion) regarding projections of population, jobs, household size, employed residents, etc.? Should a multi-agency monitoring program be put in place to track ongoing changes in these? Should mid-decade censuses be instituted? Should local general plans be reviewed and revised more frequently?

HOUSING

- . Housing Condition: Are local policies and programs adequate to ensure that the existing housing stock is adequately maintained?
- . Future Housing Supply: What are the key constraints to new residential development, and to the development of "affordable" housing, and to what extent can or should local jurisdictions act to minimize these?
 - . Infrastructure: Should both residential and commercial/industrial development be controlled when infrastructure serving both is limited?
 - . Land Availability: Should additional land be designated for

residential development, or should "surplus" commercial/industrial land be redesignated for residential use? Should the County change its policy limiting new residential development to incorporated areas (through annexation to cities where required) and limiting new rural residential development outside the cities?

- . Community bias: Will there continue to be opposition to multi-family housing? Is this actually a problem?
- . Development fees: Can fees be reduced (or subsidized) for residential projects providing for low, for moderate income households?
- . Housing Choice: Are local policies adequate to ensure a mix of housing adequately varied as to size, type (single versus multiple), and tenure (rental versus owner) and cost to accommodate current and projected housing needs?
- . Housing Costs: To what extent can local jurisdictions affect the cost of housing? What are realistic long-term projections of housing needs of low, moderate, above moderate income groups? Can targets be set, and met, to ensure that a minimum percentage of new units constructed are affordable to moderate (and low, very low?) income households? Without significant state or federal assistance? Can major commercial/industrial developers/employers be asked help communities provide affordable housing?

ECONOMIC

- . Job needs: Will the projected employment provide jobs for area residents who are unemployed or underemployed? Can or should local jurisdictions try to encourage commercial/industrial uses that match local employment needs?
- . What if?: Significant amounts of commercial/industrial development are projected. Do or should local jurisdictions have "contingency plans" in case these growth does not occur in the amounts, types, rates forecast (due to infrastructure limitations, changes in the regional and national economies, local initiatives, etc.)?

PUBLIC FACILITIES AND SERVICES

- . Adequacy: Will existing or programmed infrastructure be adequate to meet current and short-needs of residential, commercial/office/industrial development?
- . Regional impacts of Tri-Valley growth: To what extent does development in one part of the Tri-Valley area impact infrastructure elsewhere in the Tri-Valley and region? What, if any responsibility should local developments have for improving infrastructure elsewhere?

- . Water supply: Will there, in fact, be an adequate water supply in the Livermore-Amador Valley (Zone 7 service area) to meet the projected growth? Should stronger water-conservation programs be put in place?
- . Police and fire protection: What unique types of protection service requirements will new commercial/office/industrial uses have? Are local police and fire departments currently equipped to meet these?
- . Regional Parks: What types and amounts of regional park and recreation facilities should be provided, and where?

TRANSPORTATION

- . Development/Facilities-Services coordination: Can local jurisdictions coordinate residential and commercial/ industrial/office development with the planning and development of transportation facilities.
- . Growth controls: Should growth in the Tri-Valley (or elsewhere in the region) be controlled/limited by local policy if the costs (economic, social, environmental) of transportation improvements required to accommodate traffic generated by this growth are too high?
- . Rights-of-way: Should a number of alternative rights-of-way for possible future roadway and transit facilities be purchased or otherwise protected at this time?

ENVIRONMENTAL RESOURCES

- . Agricultural lands: Can or should local general plans/zoning be changed to retain the remaining "prime agricultural" lands? If this is not possible, how might local policies be changed to minimize disruption to agricultural production as these lands are converted to urban uses?
- . Agricultural Preserves: What roles should the cities and the County of Alameda take in non-renewing and/or cancelling Agricultural Preserve contracts. Can urban development phasing plans be put in place to inform property owners and prospective developers of properties under contract of the year when these can be developed?
- . Vineyards: To what extent should local policies and programs be changed to protect and allow expansion of the vineyards?
- . Sand and Gravel: What can or should be done to protect current and future sand and gravel quarry operations against encroachment by "sensitive" land uses?

HAZARDS / PUBLIC HEALTH AND SAFETY

- . Controls/Regulations: Are local general plan, zoning, building code and other policies and regulations adequate to ensure the public health and safety?



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- . **Airport safety:** Are there potential safety/noise hazards associated with current land uses proposed in the vicinity of the Livermore Municipal Airport? Conflicts with alternative uses under consideration?